OFFICE *of the* FIRE COMMISSIONER

2002 ANNUAL REPORT 2003

Manitoba
Building for the Future

Minister of Labour and Immigration

Legislative Building
Winnipeg, Manitoba, CANADA
R3C 0V8

The Honourable Peter Liba
Lieutenant Governor of Manitoba
Room 235 Legislative Building
Winnipeg MB R3C OV8

May it Please Your Honour:

I have the privilege of presenting the seventh Annual Report of the Office of the Fire Commissioner for the fiscal year ended March 31, 2003.

Yours truly,

Steve Ashton
Minister

Manitoba

Deputy Minister of Labour and Immigration

Winnipeg, Manitoba, CANADA
R3C 0V8

The Honourable Steve Ashton
Minister of Labour and Immigration
Room 317 Legislative Building
Winnipeg MB R3C OV8

I am pleased to submit for your consideration, the seventh Annual Report of the Office of the Fire Commissioner for the year ended March 31, 2003.

The Board and Management continue to strive to meet the important organizational mission of safeguarding both persons and property through education, investigations, emergency response and code application.

Yours truly,

Tom Farrell
Deputy Minister and Chairperson of the OFC SOA Advisory Board

104-00536/

Tom Farrell
Deputy Minister of Labour and Immigration
Room 311 Legislative Building
Winnipeg MB R3C OV8

Dear Chairperson:

I am pleased to submit for your review the seventh Annual Report of the Office of the Fire Commissioner for the year ended March 31, 2003.

Highlights of the year:

- Tuition and contract revenues increased 22% primarily as a result of increased pre-employment enrollment revenue
- Permit revenues increased by 37% primarily as a result of increased building permit revenue
- Non-levy revenues represent 47% of revenues, up from 21% in the first year as a Special Operating Agency (SOA), allowing the Office to reduce its reliance on the insurance levy
- Operating supply costs were reduced by 23% over the previous fiscal year
- An increase in the Fires Prevention Fund levy of 15%, due to premium increases to cover insurer losses on World Trade Center Disaster affects and poor stock market performance. It is important to note that this type of increase is not expected to occur again in the near future
- The Office applied for and received federal and provincial grants to cover costs associated with the provincial hazardous materials and search and rescue initiatives
- Training was provided to over 4,000 students
- Fire investigators investigated over 500 fires in 2002
- The Office participated in 29 emergency responses, requiring 3,065 Office of the Fire Commissioner staff hours

The ability of the Office to continue providing these services in the future is dependent upon a resumption in the historical growth of levy revenues and the continuation of strong permit and tuition revenue. Although levy revenue increased this fiscal year, this type of increase is not expected to occur again in the near future.

Yours truly,

Doug Popowich
Fire Commissioner

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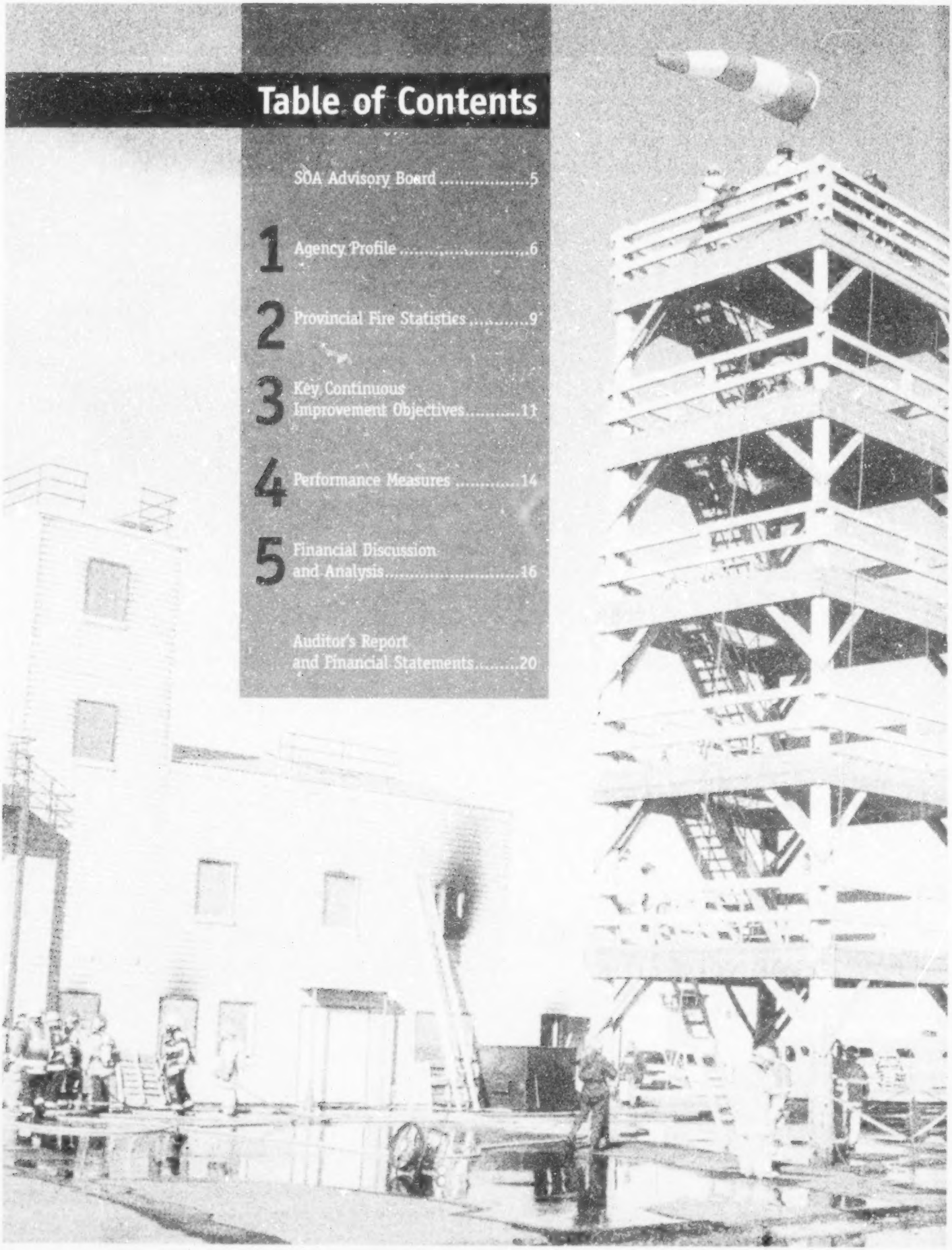


SPECIAL OPERATING AGENCY (SOA) ADVISORY BOARD

The role of the Advisory Board is to provide advice on the Office's strategic operations and changes to its mandate, structure, business practices and finances. The Advisory Board reviews and comments on the Office's proposed business plans, quarterly and annual reports.

The Advisory Board consists of:

TOM FARRELL
Board Chair
Ex Officio
Deputy Minister,
Manitoba Labour & Immigration

DOUG POPOWICH
Ex Officio
Fire Commissioner,
Office of the Fire Commissioner

Members

KEVIN BRISCOE
Client Representative
ING Insurance

BRENT CHAMBERLAIN
Client Representative

BRENT DANE
Client Representative
Manitoba Association of Fire Chiefs

DOUG DOBROWOLSKI
Association of Manitoba Municipalities
Councillor, RM of MacDonald

DICK HARVEY
Agency Staff Representative
Emergency Services Officer,
Office of the Fire Commissioner

WES SHOEMAKER
Client Representative
Fire Chief, Winnipeg Fire Department

1 AGENCY PROFILE

Historical Perspective

The Fires Prevention Act was originally created in 1872 for the prevention of prairie fires and included the authority to conduct fire investigations. In 1885, the Act was amended to include fire protection of wooded lands. In 1876, the first Fire Commissioner was appointed. In 1940 *The Fires Prevention Act* was separated into two parts. Part I dealt with the forest fires and Part II outlined the responsibilities of the Fire Commissioner in the area of fire prevention. Training of fire fighters became a responsibility in the early 1960s. Part I was replaced with *The Wildfires Act* in 1997.

The forerunner of the Buildings and Mobile Homes Act was *The Manitoba Public Buildings Safe Egress Act* of 1877. This was followed by *The Manitoba Public Building Act* in 1884. The focus of both these Acts was safe public assembly buildings and means of egress. The proliferation of building codes and standards, within the Province, caused the Manitoba Government, in 1974, to introduce *The Manitoba Buildings and Mobile Homes Act*. This present Act came into full force on April 1, 1977.

In 2002, as a result of September 11, 2001, Bill 2, *The Security Management Act*, received Royal Assent. This bill changed *The Fires Prevention Act* to *The Fires Prevention and Emergency Response Act*. Bill 2 mandated the Office of the Fire Commissioner (OFC) to respond to emergency situations and ensure a sufficient incident management system is in place and operational. In addition, the Bill provided the Fire Commissioner with the ability to order evacuations in times of emergency.

Our Mission

To safeguard both persons and property from fire and life safety hazards through education, investigations, emergency response and code application.

Our Values

We believe that people have the right to live in safe communities.

We believe in providing the best possible programs and services to our clients.

We believe in being responsible for our organization and in our organization being fair, effective and efficient.

We believe in the loyalty of our people and value their continued development.

Organizational Services

The Office provides a wide spectrum of mandated services and related activities. No one service area of the Office stands alone. They are all fundamentally interrelated with the Education and Training area being the unifying and defining component.

These services break down into five broad categories:

Fire Investigations

This area determines the origin and cause of all fires referred to the Office.

Education and Training

This area provides comprehensive emergency services training by the Emergency Services College or by our community-based trainers. The Public Education unit provides services to the general public.

Emergency Services

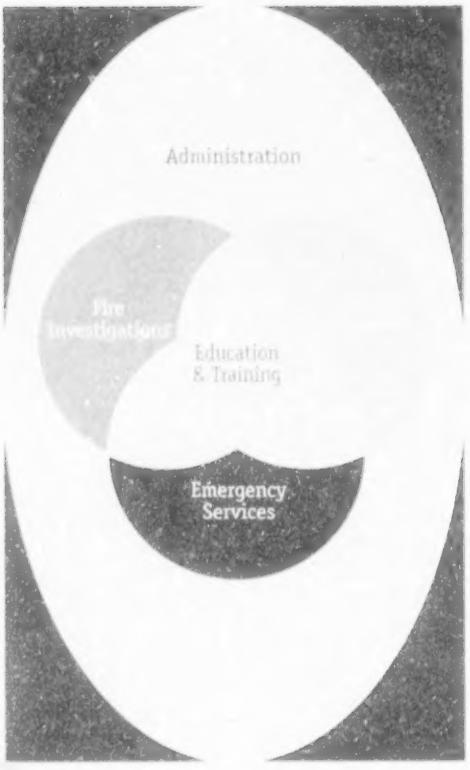
This area provides consulting services to municipal fire services and councils, response and co-ordination of response to emergency situations and maintenance of the province-wide Mutual Aid System and fire inspection services.

Codes and Standards

This area provides building plan review, code enforcement, permits and fees, consultation services and maintenance of the Manitoba Building, Fire and Plumbing Codes.

Administration

Administrative staff located in Winnipeg and Brandon provide support services including clerical, college records management, statistical analysis, financial reporting and management direction from the Fire Commissioner.



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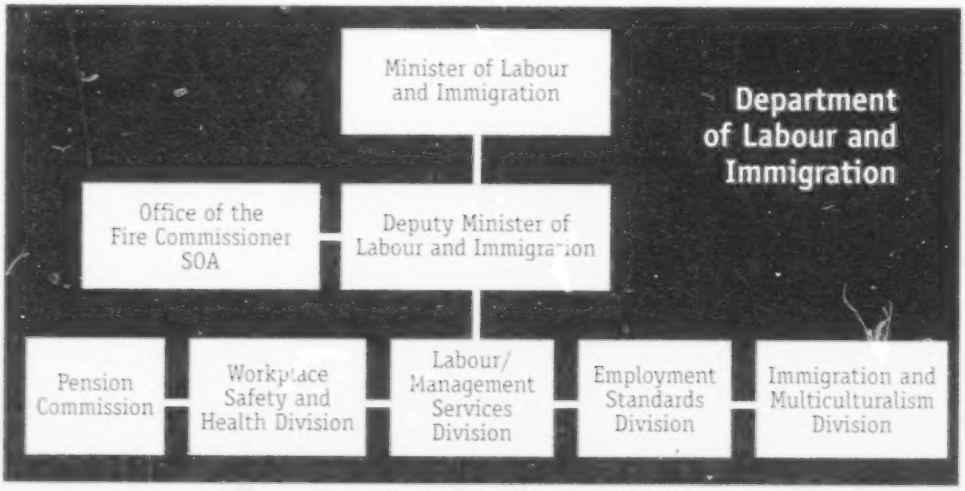
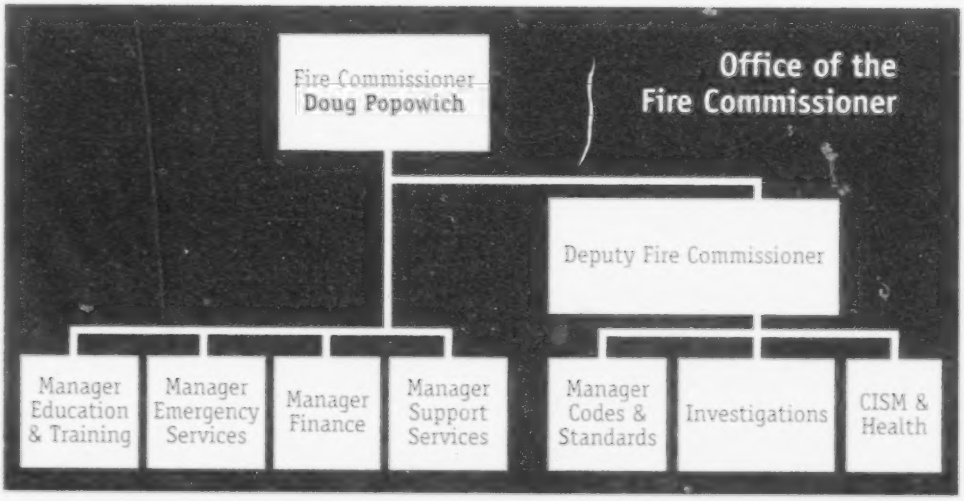
Organizational Structure

The Office of the Fire Commissioner is a Special Operating Agency (SOA) contained within Manitoba Labour and Immigration and reports directly to the Deputy Minister of Labour and Immigration.

The Office maintains a relatively flat organizational structure. All managers report to either the Fire Commissioner or the Deputy Fire Commissioner. Managers are responsible for managing all aspects of their assigned program area. The emergency services officers and technical service officers report to their respective managers, who in turn co-ordinate the sharing of officers between programs.


Minister of Labour and Immigration
Department of Labour and Immigration
Office of the Fire Commissioner SOA
Deputy Minister of Labour and Immigration
Pension Commission
Workplace Safety and Health Division
Labour/ Management Services Division
Employment Standards Division
Immigration and Multiculturalism Division



2 PROVINCIAL FIRE STATISTICS

The year 2002 showed an increase of 12% or 562 fires over those reported in 2001, property damages increased by $1.6 million (2%). Twenty-one fatalities occurred, an increase of one over the previous year. Injuries stand at 258, this is an increase of 48 from the 210 reported last year.

Fires in Manitoba resulted in nearly $79.9 million in property damages in 2002. Nineteen major loss fires (damages of $500,000 and over) accounted for nearly $28.4 million (36%) in property losses.

During 2002, 21 people (19 adults and two children) perished as a result of 16 fires in the Province. All of these fatalities occurred in family dwellings.

While the cost of fires in terms of injury, death and property loss is high, it must be compared to the costs saved in lives and property as a result of the efforts of the Manitoba Fire Service. During 2002, an excess of $3 billion in property was saved as a result of the containment and suppression of fires.

In addition, the Manitoba Fire Service reported assisting in the evacuation of over 2,100 individuals from fires.

Number of Fires In Manitoba:

Number of Fires per 100,000 population

	2002	2001	2000	1999
Manitoba	456	409	389	470

Cost of Fires to Manitoba:

Property Loss Per Capita

	2002	2001	2000	1999
Manitoba	69.09	67.86	61.60	62.96

Injury Rate Per 100,000 Population

	2002	2001	2000	1999
Manitoba	22.32	18.21	16.69	19.54

Death Rate Per 100,000 Population

	2002	2001	2000	1999
Manitoba	1.82	1.73	2.29	2.56

Location of Fires in Manitoba

Distribution of Fires

	2002	2001	2000
Winnipeg	3,129	3,081	2,967
Remainder of Province	2,144	1,630	1,790

2

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2002 Fires

2002 Property Damage

The City of Winnipeg accounts for 59% of reported fires and 33% of property damage in Manitoba. During 2002, 1,416 or 45% of Winnipeg's fires involved outdoor property, primarily rubbish and grass fires. Of these outdoor property fires, 623 were intentionally set or of a suspicious nature.

Rural Manitoba reported 31% of all fires and accounted for 52% of all property damage. There are two predominate factors influencing these losses. One is increased emergency response time due to the geographic distance traveled by emergency responders. The other is the fact that farm buildings in Manitoba are not currently mandated to comply to the standards set out in the National Farm Building Code. With the increase in large farm operations, buildings are getting larger as are the subsequent losses.

During 2002, there were 5,273 fires which caused $79,872,186 in damage. Outlined on the right are the percentages of fires and damage by four major causes: accidental, arson, suspicious and undetermined.

The City of Winnipeg reported a 7% decrease in fires determined to be arson or suspicious in nature during 2002. However, in the remainder of the Province, these incidents rose by 28% over 2001. This is a large increase over the previous year. The majority of these incidents are attributed to outdoor property fires.

The Arson Strike Force and Youth Fire Stop Program both remain dedicated to reducing the losses in the City of Winnipeg and the remainder of the Province.

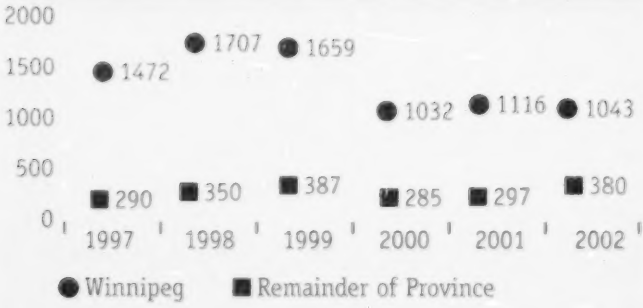
Causes of Fires

	Fires	Property Damage
Accidental	49%	58%
Arson	16%	11%
Suspicious	11%	4%
Undetermined	24%	27%

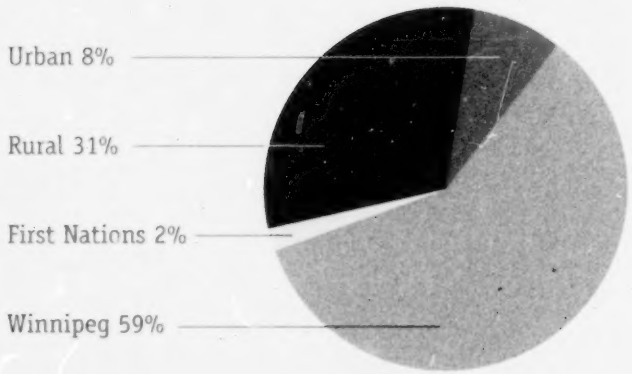
Outdoor Property Fires

	Total	Arson/Suspicious
2001	475	112
2002	899	190

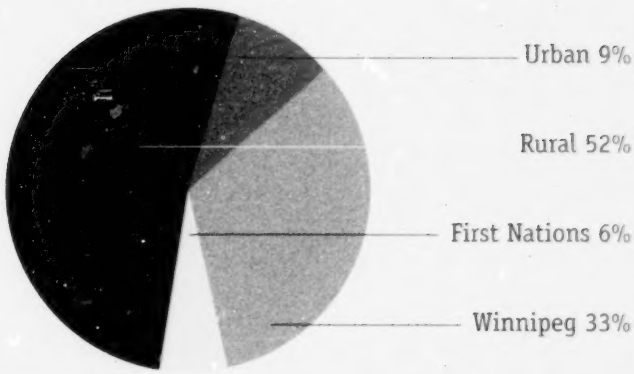
Manitoba Arson/Suspicious Fires 1997-2002



2002 Fires



2002 Property Damage



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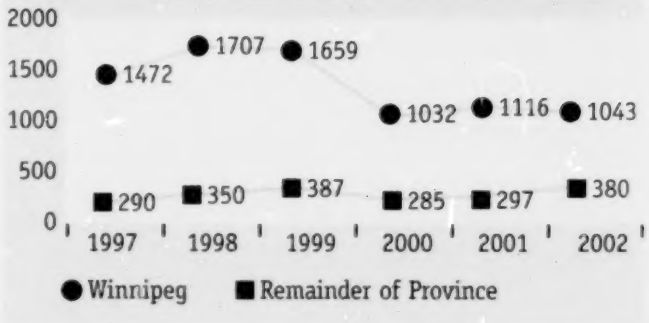


3

KEY CONTINUOUS IMPROVEMENT OBJECTIVES

To continue to add related internationally accredited emergency service programs to the Manitoba Emergency Services College to meet the public safety needs of the citizens of Manitoba and to enhance the position of the Manitoba Emergency Services College as the primary emergency services training provider in Manitoba.

The National Fire Protection Association (NFPA) sets standards that must be met before a course is accredited. The International Fire Service Accreditation Congress (IFSAC), based on its evaluation process, provides accreditation of courses that meet the established standards. To date, 21 courses have been accredited.

The partnership between the Office of the Fire Commissioner (OFC), Manitoba Emergency Services College and the Winnipeg Fire Paramedic Service for the Primary Care Paramedic program continues. The first Primary Care Paramedic program was offered to the Public Fire Paramedic Program students in September 2001. This class graduated in June 2002. The second class graduated in December 2002 and the third class will graduate June 20, 2003. We have also received notification from the Canadian Medical Association (CMA) that we have been granted the full six years of accreditation for this program.

Our partnership with Winnipeg Fire Paramedic Service to accredit the Primary Care Paramedic Bridging program with the Canadian Medical Association (CMA) is progressing. The Primary Care Paramedic Bridging program will take current Emergency Medical Technicians (EMT) in the Province to a Primary Care Paramedic level. The network of instructors to accomplish this has been established and we will receive our site visit from the Canadian Medical Association (CMA) June 9 to 11, 2003.

The book *Firesetting and Youth* is complete. This book was developed because of teachers' concerns that there were no resources available for working with children who have attention deficit disorder or fetal alcohol syndrome and who set fires. The book has generated interest from mental health workers, schools, counselors, teachers and the Fire Setters Programs in the U.S. and Canada.

The Office of the Fire Commissioner will host a second Networking and Sharing Day for Fire and Life Safety Educators in Manitoba September 13, 2003. This group of hardworking individuals will come together again to teach and share new skills and ideas.

The Office of the Fire Commissioner continues the Ground Search and Rescue Training under the New Initiatives Fund Grant (NIF). This is a two-year grant and will help the Office of the Fire Commissioner provide continuing education with the current Ground Search and Rescue Teams and create new teams on First Nations communities in Manitoba. This training began in July 2002 and is in its second year.

The Provincial Hazardous Materials Initiative is progressing. Equipment has arrived and the response trailers are near completion. Courses are currently being delivered for both Fire and EMS personnel in Manitoba.

The Office of the Fire Commissioner, Manitoba Emergency Services College is currently working on a partnership to delegate our accreditation with the International Fire Service Accreditation Congress (IFSAC) to the Winnipeg Fire Paramedic Service (WFPS). This delegation would cover all 21 programs.

The Office of the Fire Commissioner partnered with Manitoba Fire Conservation to develop safety information on wildfires. Bookmarks and placemats have been created to distribute to the public.

The Office of the Fire Commissioner hosted a CISM and Trauma Conference in Winnipeg on April 25 to 27, 2003. This conference dealt with issues such as September 11, deaths, emergencies, tragedies, violence in the workplace and disasters that can have a profound effect on people and their ability to cope. There were 102 attendees.

3.2 *To continue to examine and monitor the current Fires Prevention Fund Levy rate in relation to the cost of providing public safety services to the citizens of Manitoba.*

The Fires Prevention and Emergency Response Act allows for a charge, not to exceed 2%, on the value of premiums and assessments for property insurance. The levy was reduced gradually to the current rate of 1.25% from 2% over a period of three years. Setting the rate has been a challenge in the past because the Office could not produce the financial information required to determine the cost of providing the current level of services to Manitoba's municipalities and unincorporated districts. The decision to reduce the levy rate to 1.25% was based on inadequate information and forecasting. The positive cash position of the Fires Prevention Fund masked the fact that at a levy rate of 1.25% the Fund would become depleted. Since becoming an SOA, cost cutting and revenue enhancing activities have reduced losses and slowed the depletion of the Fund.

It is also now very clear that a rate of 1.25% will not support the current level of service, let alone the newly mandated expanded services outlined in our most recent business plan. During the fiscal 2002/03 year, levy revenue rose by 15%. This increase was caused by premium increases that were a result of losses incurred by insurers from the World Trade Center disaster and poor market performance of investment portfolios held by insurers. Another increase of this magnitude is not expected in the near future.

To continue to work with and support Municipalities to develop an emergency response system appropriate to that municipality in the area of fire protection, rescue, and emergency medical response.

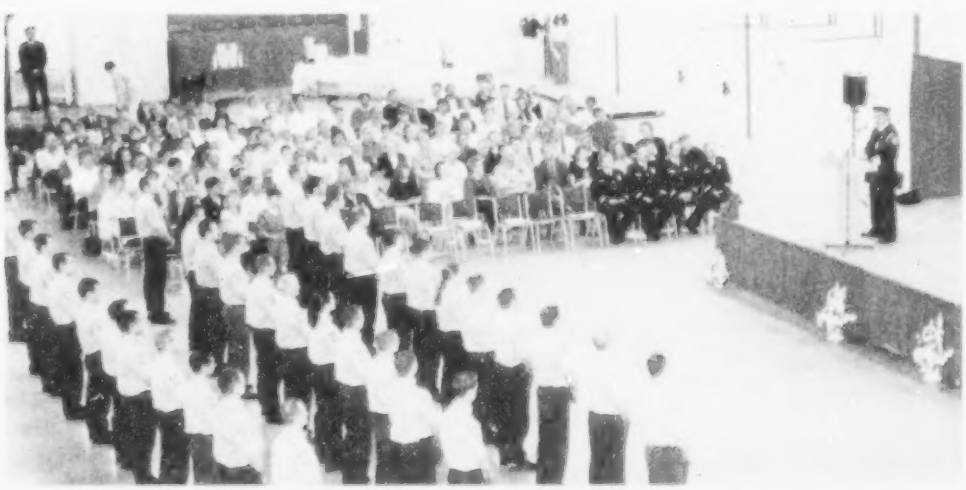
The agency provides municipalities with training in comprehensive risk analysis upon which they can build their own emergency response programs. The agency then helps them develop each aspect of that program.

To use the advanced accounting systems of the agency to determine which activities of the Office of the Fire Commissioner are truly subject to financing through the Fires Prevention Fund and which, if any, would be financed through general revenues and/or potential funding sources.

The accounting systems of the agency have been streamlined and this work continues so this objective can be met. An upgrade to the accounting system was completed during the 2002/03 fiscal year and an additional upgrade is planned to help integrate the various management information systems of the Office. Cost centres are set up in the accounting system in accordance with the organizational services provided by the Office. This allows the Office to track the financial performance of each service area and make management decisions accordingly. In-depth project costing is also used to further track certain areas, such as search and rescue activities, emergency responses, grant expenditures and any other project areas deemed necessary by management.

To provide provincial security services as deemed advisable by the All Party Task Force Security Committee

The agency is a key participant in the All Party Task Force on Security, as well as the Cabinet Sub-Committee on Security. The agency has put forward several proposals to this committee to enhance security in Manitoba in such areas as hazardous material and urban search and rescue.



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Performance Measures

Investigations Department

Fire investigations are conducted by either staff of municipal fire departments or the Office of the Fire Commissioner in co-operation with police authorities and the insurance industry. Clients call upon the services of our fire investigators under certain circumstances, such as fatalities, serious injuries, explosions, fires where cause can not be determined, structure fires where origin or cause can not be determined and any fire resulting in a major loss to the community.

The Office would like to see the number of investigations decline. This would reduce operating costs by reducing the amount of overtime paid to investigators. The key to achieving this goal is to continue training municipal fire fighters to carry out this role to the greatest extent possible allowing our investigators to deal with more critical investigations.

The investigation work done by the Office contributes to the laying of criminal charges and conviction of criminals. No specific targets are set in these areas because the number of charges and convictions will fluctuate with the number of arson incidents. Decisions made and actions taken by the police and prosecutors will influence the number of charges and convictions.

When arson is identified as the cause of a fire and results in successful prosecution, there can be savings to the insurance industry through reduced payouts. Investigative work also identifies how a structure performed during a fire, providing valuable evidence about the adequacy of existing building codes. The knowledge gained is used to provide input into the standard setting process.

	2002*	2001*	2000*
Number of investigations conducted	506	451	432
Percent of fires for which a cause was determined	79%	81%	80%
Number of charges laid	104	124	148
Decrease/(increase) in arson/suspicious fires			
a.) Winnipeg	7%	(8%)	38%
b.) Remainder of Province	(28%)	(4%)	26%

* *Calendar year*

Manitoba Emergency Services College

The College provides training in a variety of program areas including fire fighting practices, fire service instructor, public safety, rescue, hazardous materials, driver/operator, institutional fire protection, fire officer, fire investigation, building standards and fire prevention.

The large number of graduates from a variety of College courses help ensure that the Province maintains a network of trained emergency response personnel available to serve the public. In addition to providing free training to our traditional Manitoba client, the College has been seeking new fee paying clients.

	2003
Number of people taking courses from Manitoba Emergency Services College	4,237
Gainful employment for Public Fire Paramedic Program students in an emergency services career within one year of graduating	90%
Overall satisfaction rating of Manitoba Emergency Services College program by Public Fire Paramedic Program students	90%
Satisfaction rating of individual courses offered by the college (scale of 10)	9
Medical Program Pass rate for students in Provincial Ambulance Program	78%
Satisfaction rating of program by:	
a.) Employers	82%
b.) Students	88%

Emergency services

The fire service in North America has traditionally been re-active, responding to emergency situations as they arise with less emphasis on prevention.

The Office wants to help ensure that the Manitoba fire service emphasizes on prevention and education in an effort to minimize the number of life and property threatening incidents that occur.

To this end the Office has developed a Five Step Action Plan for the municipal fire service. The Office will work with Manitoba fire departments to help implement the program.

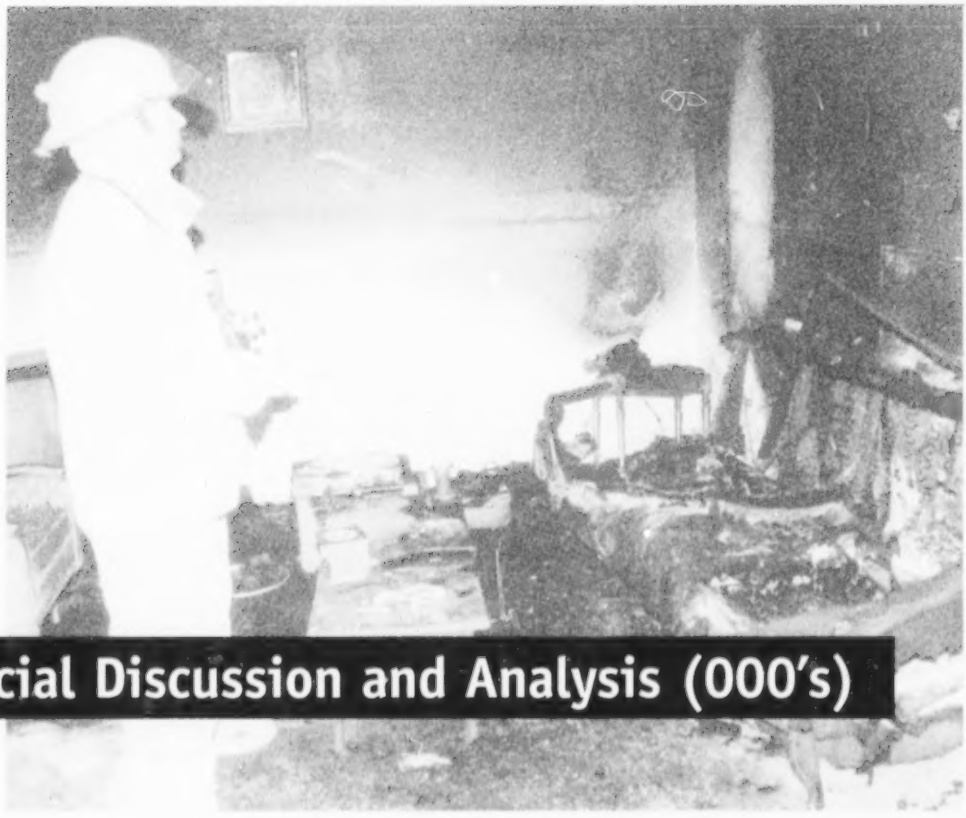
	2003	2002	2001
Attendance at Mutual Aid District meetings when requested	83%	n/a	n/a
Number of elected official workshops conducted by Emergency Services Officers	6	n/a	n/a
Management to attend one Mutual Aid District meeting per district per year (Note 1)	80%	n/a	n/a
Number of emergency responses	29	18	18

Note 1: Management attended 16 meetings out of 20 districts in fiscal 02/03.

Codes and Standards

The Codes and Standards department plays an important role in public safety. By reviewing building plans, inspecting buildings and providing consultation services to the public, the staff help ensure that buildings meet national building codes and do not present a serious threat to public safety. The goal of this department is to reduce injuries, deaths and property losses arising from substandard construction. Unfortunately, we cannot readily quantify these public benefits.

	2003
Time to process building permits (% within nine working days)	90%
Delivery of awareness seminars for RV/Mobile Home dealers re: safety requirements	1
Develop delivery of educational programs with other government agencies	2
Delivery of contractor information sessions, number of people attending	0



5 Financial Discussion and Analysis (000's)

REVENUES

Levy - Levy revenue for the 2002/03 fiscal year increased by 15%. Usually, the Office expects an increase of up to 5% in the levy each fiscal year. The greater increase this fiscal year is due to insurance losses from the World Trade Center disaster and losses on investments held by insurers. These have been passed on to consumers through higher premiums. These higher premiums have increased the base on which the levy is calculated.

Permits - Permit revenue is $299 (37%) above last year's level and $187 (20%) over budget due mainly to a strong increase in building permit revenue. Revenue from this source is economically cyclical and can fluctuate significantly from fiscal year to fiscal year. The increased permit revenue this year is attributed to increased construction initiatives such as the Simplot plant in Portage la Prairie.

Tuition and Contract Revenues - Tuition and contract revenue increased $245 (22%) over the previous fiscal year and are $389 (40%) over budget. The growth primarily reflects increased revenues from pre-employment training. Our primary customer for training, the Manitoba Fire Service, continues to receive training at no charge.

New Search and Rescue (SAR) Initiative (NIF) Grant - The Office has applied for and received a grant from the National Search and Rescue Secretariat of the Department of National Defence. The purpose of this grant is to enhance Manitoba search and rescue capabilities by developing the volunteer search and rescue system aimed at northern and remote areas of Manitoba.

JEPP (Joint Emergency Preparedness Program) Initiative Grant – The Office has applied for, and will receive, a grant from the Office of Critical Infrastructure Protection and Emergency Preparedness. The purpose of this grant is to enhance the Province of Manitoba's ability to respond to hazardous material emergency responses by providing training and equipment. The Province also is providing funding to the Office for this initiative.

Interest – Interest revenue represents interest earned on investments held by the Fires Prevention Fund. Interest revenue is down $55 (40%) from last fiscal year due to a reduction in interest rates paid on investments this fiscal year.

Water Bomber Recovery – The amount of $188 represents the recovery of costs associated with water bomber fire suppression activities during the Firdale train derailment in May 2002. No recovery was made in the previous year for water bombing, as there were no incidents responded to by the Office that required this type of fire suppression activity.

Other Revenue – Other revenue is $37 (94%) above last fiscal year actuals and $54 (241%) over budget due to cost recoveries in the Emergency Services section of the Office as well as an increase in miscellaneous revenue at the Emergency Services College in Brandon.

Summary – Overall, Office revenues (excluding the NIF grant amount of $120 and the JEPP Initiative Grant of $528) have increased by $1,244 (22%) and are over budget by $1,224 (21%) for Fiscal 2002/03. The improved revenue performance this fiscal year can be directly attributed to increases in levy revenue, building permit and pre-employment training revenue.

EXPENDITURES

Salaries & Benefits – Salaries and benefit costs have increased $124 (4%) over the last fiscal year due to the general salary increase and increased pension costs. Salaries and benefits are $556 (15%) under budget due to budgeted positions that to date remain vacant.

Amortization – Amortization costs are under budget by $74 (15%) due to lower than expected capital asset purchases for fiscal 2002/03.

Repair and Maintenance – Repair and maintenance costs are $125 (76%) over budget due to overages in the College and Emergency Services sections of the Office. The doubling of pre-employment classes and the increasing age of equipment has led to an increase in repairs and maintenance costs.

Phone – The phone line item is $22 (14%) over last fiscal year actuals and $28 (19%) over budget due to higher than anticipated cellular and radio communication equipment charges.

Mutual Aid – The mutual aid line item represents incentive grants given to mutual aid districts to encourage the delivery of training programs in their districts with their own personnel. Certain criteria must be met before a grant will be issued. This amount is $19 (16%) under last year's level and $26 (21%) under budget as fewer districts have applied and received mutual aid grants.

Medical Computer Lab – This line item represents lease costs associated with computer equipment that is being leased for a medical computer lab at the Emergency Services College in Brandon.

Rent – Rental costs are $65 (50%) over budget due to increased equipment rental costs associated with the pre-employment program at the College, increased office equipment rental costs and increased costs associated with the rental of Government office facilities.

Supplies – Supply costs are $54 (23%) under last fiscal year actuals, and are $147 (45%) under budget. This is one area where significant effort has been made to reduce costs for better fiscal management. The Office has made a committed effort to reduce expenditures in this area, and cost reduction was further aided by the use of grant funding for various federal and provincial initiatives, such as the NIF and JEPP initiatives.

Public Education Materials – Public education materials are $19 (33%) over last fiscal year actuals and $12 (18%) over budget. A grant issued from the Office in the amount of $10 for the Safe Baby Program, as well as an increase in Nero and Ashcan education material giveaways were the causes for this increase.

Marketing – Marketing costs are $12 (48%) under last fiscal year actuals, and are $22 (63%) under budget. The Office has moved away from using external consultants to market its revenue generating activities, to using internal staff who have direct contact with our desired marketplace.

Utilities – Utility costs are $16 (24%) above last fiscal year actuals and $19 (30%) over budget due to increased natural gas costs at the Emergency Services College and practical training site in Brandon.

Professional Development – Professional development costs are $10 (167%) over last fiscal year actuals due to increased professional development costs in the Codes and Standards section of the Office. Training of the Office staff has become an increasing priority and additional dollars were budgeted this fiscal year for this purpose.

Publications – Publication costs are $16 (100%) over last year's actuals but are in line with the budget amount. An increase in the number of publications purchased for the College medical programs is responsible for this increase over last year, but these purchases were included in the budget for this year.

Search and Rescue – The search and rescue line item captures the cost associated with six search and rescue incidents, as well as a search and rescue winter survival course that took place during the fiscal year. It is important to note that this line item does not include salary dollars associated with search and rescue activities. Costs are $81 (80%) under budget, as these types of incidents cannot be predicted and are difficult to budget.

New SAR Initiative (NIF) Expenditures – The new SAR (search and rescue) initiative (NIF) expenditure line item captures all costs associated with the provision of the NIF initiative as discussed in the revenue section. Expenditures exceeded the grant amount by $2' (20%) because of the inclusion of salary dollars that were provided by the Office to this initiative as services in kind.

JEPP Initiative Expenditures and Amortization – The JEPP (Joint Emergency Preparedness Program) initiative expenditure line item captures all costs associated with the provision of the JEPP initiative discussed in the revenue section. Included in this initiative was the purchase of $343 in capital assets, which are being amortized in accordance with the Office's policy of amortizing equipment with the declining

balance method with a rate of 20%. The portion of the grant that was spent on capital assets has been allocated to deferred revenue and will be taken into income at the same amount of amortization on the JEPP capital assets.

Water Bombing – The amount of $188 represents the costs associated with water bomber fire suppression activities during the Firdale train derailment in May 2002. This amount was fully recovered by the Office in fiscal 2002/03. No costs were incurred in the previous year for water bombing, as there were no incidents responded to by the Office that required this type of fire suppression activity. This line item was $88 (88%) over budget, as these types of incidents cannot be predicted and are difficult to budget.

Other Expense – The other expense line item is $43 (62%) over last years actuals and $35 (45%) over budget due to an increase in professional association memberships, staff clothing and staff relocation costs.

Summary – Overall, expenditures (excluding the NIF expenditures of $144 and the JEPP Initiative expenditures and amortization of $528 in total) have increased $387 (6%) over last fiscal year due mainly to increases in salaries and benefits, phone, public education material, utilities, publication and other costs (as discussed previously), as well as the extra expense incurred to equip the medical computer lab at the College. Expenditures (excluding the NIF expenditures of $144 and the JEPP Initiative expenditures and amortization of $528 in total) were $568 (8%) under budget due mainly to salaries and benefits, amortization, mutual aid, supplies and marketing costs being under budget (as discussed previously). The Office incurred a profit of $540 in fiscal 2002/2003 versus a loss of $293 during fiscal 2001/2002.

Management's Report

For the year ended March 31, 2003

The accompanying financial statements of the Office of the Fire Commissioner are the responsibility of management and have been prepared in accordance with Canadian generally accepted accounting principles. In the management's opinion, the financial statements have been properly prepared within the reasonable limits of materiality, incorporating management's best judgement regarding all necessary estimates and all other data available up to May 29, 2003.

Management maintains internal controls to provide reasonable assurance of the reliability and accuracy of the financial information and that the assets of the Office of the Fire Commissioner are properly safeguarded.

The responsibility of the auditor is to express an opinion of whether the financial statements of the Office of the Fire Commissioner are fairly presented in accordance with Canadian generally accepted accounting principles. The auditor's report outlines the scope of the audit examination and provides the audit opinion.

On behalf of management,

Douglas Popowich
Fire Commissioner

Brian A. Hodge, CGA
Comptroller

BDO

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Auditors' Report

To the Special Operating Agencies Financing Authority

We have audited the balance sheet of the **Office of the Fire Commissioner** as at March 31, 2003 and the statements of operations and retained earnings and cash flows for the year then ended. These financial statements are the responsibility of the Agency's management. Our responsibility is to express an opinion on these financial statements based on our audit.

We conducted our audit in accordance with Canadian generally accepted auditing standards. Those standards require that we plan and perform an audit to obtain reasonable assurance whether the financial statements are free of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial statement presentation.

In our opinion, these financial statements present fairly, in all material respects, the financial position of the Agency as at March 31, 2003 and the results of its operations and its cash flows for the year then ended in accordance with Canadian generally accepted accounting principles.

BDO Dunwoody LLP

Chartered Accountants

Winnipeg, Manitoba
May 29, 2003

OFFICE OF THE FIRE COMMISSIONER - An Agency Of The Special Operating Agencies Financing Authority
Balance Sheet

March 31	2003	2002
	(000's)	
Assets		
Current Assets		
Cash	$ 2,916	$ 2,341
Short-term investments (Note 3)	1,886	2,390
Accounts receivable (Note 4)	2,144	971
Accrued interest	11	1
Inventory	17	30
Prepaid expenses	26	23
	7,000	5,756
Capital assets (Note 6)	5,616	5,554
	$ 12,616	$ 11,310
Liabilities and Equity		
Current Liabilities		
Accounts Payable	$ 410	$ 92
Accrued Liabilities	464	451
Deferred Revenue	564	133
	1,438	676
Severance (Note 7)	362	358
	$ 1,800	$ 1,034
Equity		
Retained Earnings	10,816	10,276
	$ 12,616	$ 11,310

Approved on behalf of the Special Operating Agency Advisory Board:

Chairperson

Fire Commissioner

The accompanying notes are an integral part of these financial statements.

OFFICE OF THE FIRE COMMISSIONER - An Agency of The Special Operating Agencies Financing Authority
Statement of Operations and Retained Earnings

For the year ended March 31, 2003 (000's)

Revenue	2003 Actual	2002 Actual	Variance	Budget	Budget Variance
Levy	$ 3,996	$ 3,479	$ 517	$ 3,468	$ 528
Permits, Plan Review & Per Capita	1,106	807	299	919	187
Tuition & Contract Revenue	1,365	1,120	245	976	389
New SAR Initiative (NIF) Grant (Note 9)	120	—	120	—	120
JEPP Initiative Grant (Note 10)	528	—	528	—	528
Interest	81	136	(55)	101	(20)
Inspections	9	7	2	35	(26)
Emergency Services Conference	106	83	23	86	20
Book Sales	9	21	(12)	2	7
Rent	1	1	—	4	(3)
Water Bomber Recovery	188	—	188	100	88
Other Revenue	76	39	37	22	54
Total Revenue	7,585	5,693	1,892	5,713	1,872
Expenses					
Salaries and Benefits	3,063	2,939	124	3,619	(556)
Amortization	409	423	(14)	483	(74)
Vehicle Lease	324	313	11	305	19
Travel	301	308	(7)	316	(15)
Repairs and Maintenance	290	306	(16)	165	125
Phone	173	151	22	145	28
Mutual Aid	99	118	(19)	125	(26)
Rent	175	166	9	110	65
Desktop Management	232	213	19	252	(20)
Medical Computer Lab	25	—	25	25	—
Property Taxes	108	107	1	110	(2)
Labour Services	81	81	—	81	—
Supplies	181	235	(54)	328	(147)
Public Education Material	77	58	19	65	12
Marketing	12	24	(12)	34	(22)
Utilities	79	63	16	60	19
Insurance	81	78	3	98	(17)
Professional services	241	218	23	235	6
Postal & Courier	40	38	2	41	(1)
Professional Development	16	6	10	20	(4)
Land Lease	10	10	—	10	—
Publications	32	16	16	30	2
Buildings Standards Board	3	3	—	1	2
S.O.A. Board	1	2	(1)	5	(4)
Books	—	21	(21)	—	—
Search and Rescue	20	20	—	101	(81)
New SAR Initiative (NIF) Expenditures (Note 9)	144	—	144	—	144
JEPP Initiative Expenditures (Note 10)	460	—	460	—	460
JEPP Initiative Amortization (Note 10)	68	—	68	—	68
Water Bombing	188	—	188	100	88
Other	112	69	43	77	35
	7,045	5,986	1,059	6,941	104
Net income (loss) for the year	540	(293)	833	(1,228)	1,768
Retained earnings, beginning of year	10,276	10,569			
	$ 10,816	$ 10,276			

The accompanying notes are an integral part of these financial statements.

OFFICE OF THE FIRE COMMISSIONER - An Agency Of The Special Operating Agencies Financing Authority
Statement of Cash Flows

For the year ended March 31	2003	2002
	(000's)	
Cash Flows from Operating Activities		
Net income (loss) for the year	$ 540	$ (293)
Items not involving cash		
Amortization of capital assets	477	423
	1,017	130
Net change in non-cash working capital balances	(407)	(717)
	610	(587)
Cash Flows from Investing Activities		
Purchase of capital assets	(539)	(137)
Increase (decrease) in cash and cash equivalents during the year	71	(724)
Cash and cash equivalents, beginning of year	4,731	5,455
Cash and cash equivalents, end of year	$ 4,802	$ 4,731
Represented by:		
Cash and bank	$ 2,916	$ 2,341
Short-term investments	1,886	2,390
	$ 4,802	$ 4,731

The accompanying notes are an integral part of these financial statements.

1. NATURE OF THE OFFICE OF THE FIRE COMMISSIONER

Effective April 1, 1996, the Office of the Fire Commissioner was designated as a Special Operating Agency (SOA) under The Special Operating Agencies Financing Authority Act, Cap. S185, C.C.S.M. and operates under a charter approved by the Lieutenant Governor in Council.

Effective April 1, 1996, a Transfer Agreement executed between the Government of Manitoba (Labour) and the Financing Authority, a corporation under The Special Operating Agencies Financing Authority (SOAFA) Act, transferred all assets in the Fires Prevention Fund valued at $11,809 to the Financing Authority.

A Management Agreement executed between the Financing Authority and the Government of Manitoba (Labour) assigned responsibility to the Office of the Fire Commissioner to manage and account for the related assets and operations on behalf of the Financing Authority. The Office itself does not hold title to any assets. Effective April 1, 1996, the Financing Authority established a fund account referred to as the Fires Prevention Fund to hold these assets.

The Office of the Fire Commissioner will continue to be part of the Department of Labour and ultimately under the policy direction of the Minister of Labour.

The Office of the Fire Commissioner will remain bound by relevant legislation and regulations. It will also remain bound by administrative policy except where specific exemptions have been provided for in its charter in order to meet business objectives.

The Office of the Fire Commissioner is economically dependent on the Province of Manitoba, as it derives most of its revenues from the Fires Prevention Levy.

2. SIGNIFICANT ACCOUNTING POLICIES

a) Basis of accounting

The financial statements are presented in accordance with Canadian generally accepted accounting principles.

b) Financial Instruments

The Agency's financial instruments consist of cash, accounts receivable, investments and accounts payable. Unless otherwise noted, it is management's opinion that the Agency is not exposed to significant interest, currency or credit risks arising from these financial instruments.

2. SIGNIFICANT ACCOUNTING POLICIES (continued)

c) Accounting estimates and assumptions

The preparation of financial statements in accordance with Canadian generally accepted accounting principles requires management to make estimates and assumptions that affect the reported amount of assets and liabilities and disclosure of contingent assets and liabilities at the date of the financial statements and the reported amount of revenues and expenses during the reported period. These estimates are reviewed periodically, and, as adjustments become necessary, they are reported in earnings in the period in which they become known.

d) Inventory

Inventory is valued at cost.

e) Capital assets

Buildings, fire engines, other vehicles and air compressors transferred to the SOAFA from the Government of Manitoba on April 1, 1996 were valued at the lower of their amortized cost or estimated market value. All other assets transferred from the Government of Manitoba on April 1, 1996 were valued at their market value.

The Office provides for amortization of its capital assets on the following basis:

Buildings	40 years straight line
Practical training site	20 years straight line
Equipment	20% declining balance
Equipment – JEPP Initiative	20% declining balance
Fire engines	30% declining balance
Other vehicles	30% declining balance
Air compressors	20% declining balance
Furniture	20% declining balance
Computer equipment and software	5 years straight line
Computer equipment – JEPP Initiative	5 years straight line

The half-rate rule is applied to computer equipment and software additions during the year.

f) Revenue recognition

The Fires Prevention Act imposes a special assessment on licensed insurers equal to a set percentage of total property insurance premiums.

The Office of the Fire Commissioner collects this levy based on the value of premiums and assessments in respect to property insurance in a calendar year. Levy revenue with respect to the 2002 calendar year will be recognized as revenue in the fiscal year ending March 31, 2003. The levy rate is set at 1.25%.

All other revenue is recognized when earned.

3. INVESTMENTS

The Investment Balance represents funds on deposit with the Department of Finance of the Province of Manitoba with maturities of less than one (1) year. Investments on deposit with maturities greater than one (1) year are classified as long term.

4. ACCOUNTS RECEIVABLE

Accounts receivable includes $559 due from the Province of Manitoba, which represents $248 in estimated unpaid vacation pay and overtime as at March 31, 1996, $282 representing the estimated liability for severance pay (see note 7) as at April 1, 1998, $29 as at March 31, 2000 representing severance plan amendment costs net of an actuarial valuation gain (see note 7). The timing of the collection of these receivables will vary for each SOA. The receivable, or portion thereof, for the Office of the Fire Commissioner will be collected in the event that there is a cash shortfall. However, this is only likely to happen on the dissolution of the Agency.

The accounts receivable balance is made up of the following:

	2003	2002
Insurance Branch of Department of Consumer & Corporate Affairs	$ 797	$ 400
Office of Critical Infrastructure Protection and Emergency Preparedness (JEPP Initiative)	554	—
Province of Manitoba	559	559
National Search and Rescue Secretariat (NIF Initiative)	10	—
Other	224	12
	$ 2,144	$ 971

5. COMPARATIVE AMOUNTS

The comparative amounts presented in the financial statements have been restated to conform to the current year's presentation.

6. CAPITAL ASSETS

	Opening Balance	Additions	Disposals	Closing Balance
Buildings	$ 4,043	$ 4	$ —	$ 4,047
Training site	1,901	34	—	1,935
Equipment	1,051	126	—	1,177
Equipment – JEPP Initiative	—	336	—	336
Fire engines	459	—	—	459
Other vehicles	204	—	—	204
Air compressors	179	20	—	199
Furniture	70	—	—	70
Computers	122	12	—	134
Computers – JEPP Initiative	—	7	—	7
Total cost	$ 8,029	$ 539	$ —	$ 8,568

	Opening Accumulated Amortization	Disposition	Current Year's Amortization	Accumulated Amortization
Building	$ 710	$ —	$ 119	829
Training site	380	—	95	475
Equipment	618	—	109	727
Equipment – JEPP Initiative	—	—	67	67
Fire Engines	347	—	34	381
Other vehicles	175	—	9	184
Air compressors	123	—	15	138
Furniture	50	—	4	54
Computers	72	—	24	96
Computers – JEPP Initiative	—	—	1	1
Total amortization	$ 2,475	$ —	$ 477	$ 2,952
Net capital assets	$ 5,554			$ 5,616

7. SEVERANCE LIABILITY

Effective April 1, 1998, The Office of the Fire Commissioner began recording accumulated severance pay benefits for its employees. The estimate of the liability was based on the method of calculation set by the Province.

The Province has accepted responsibility for the severance benefits accumulated by The Office of the Fire Commissioner's employees to March 31, 1998. Accordingly, the opening severance pay liability balance as at April 1, 1998 of $282 was completely offset by a receivable from the Province. The receivable from the Province, or portion thereof, for the Office of the Fire Commissioner will be collected in the event there is a cash shortfall. However, this is only likely to happen on the dissolution of the Agency.

An actuarial valuation report of the Agency's severance as at March 31, 2000 was completed. The liability as at March 31, 2000 was restated to $340 and the receivable from the Province was restated to $311 as a result of the actuarial valuation. There was no effect on the severance benefit expense for the year ended March 31, 2000. The report provides a formula to update the liability on an annual basis. In accordance with the formula, the Agency's actuarial liability has been calculated to be $362 as at March 31, 2003.

8. CONTRIBUTED CAPITAL

In consideration of the transfer of said assets effective April 1, 1996, the SOAFA shall:

a) not incur or repay to the Government of Manitoba any debt relative to the assets as described in the balance sheet prepared as of March 31, 1996 and verified by the Department of Finance; and

b) record the balance of $11,038 (being the balance of the net assets as described in the balance sheet prepared as of March 31, 1996 and verified by the Department of Finance) as Manitoba's equity in the Financing Authority as related to the Agency's operations.

Due to a change in accounting policy, buildings are being amortized over 40 years as opposed to 30 years. This has resulted in a revaluation of buildings as at April 1, 1996. The value of buildings and contributed equity has increased $241 as at April 1, 1996 to $11,279.

9. NEW SEARCH AND RESCUE (SAR) INITIATIVE (NIF)

The Office of the Fire Commissioner has applied for and received a grant from the National Search and Rescue Secretariat of the Department of National Defence. The purpose of this grant is to enhance Manitoba search and rescue capabilities by developing the volunteer search and rescue system aimed at northern and remote areas of Manitoba.

The Office will receive a grant in the amount of $188 over a two year period, with an amount of $120 received in 2002/03 and the remaining $68 to be received in 2003/04. The Office will provide services in kind of $63 over the same period, with an amount of $30 provided in 2002/03 and the remaining $33 in 2003/04.

9. NEW SEARCH AND RESCUE (SAR) INITIATIVE (NIF) (continued)

The New SAR Initiative (NIF) Grant line item reflects the grant received in Fiscal 2003 of $120. The New SAR Initiative (NIF) Expenditures line item reflects the following:

Operating expenditures	$	114
Office of the Fire Commissioner service-in-kind portion		30
Total	$	144

An additional $3 of the grant was utilized to purchase a capital asset for this initiative. This amount is reflected on the balance sheet Capital Asset line item and will be amortized based on the declining balance method at a rate of 20% for equipment.

10. JOINT EMERGENCY PREPAREDNESS PROGRAM (JEPP) GRANT

The Office of the Fire Commissioner has applied for and will receive a grant from the Office of Critical Infrastructure Protection and Emergency Preparedness. The purpose of this grant is to enhance the Province of Manitoba's ability to respond to hazardous material emergency responses through the provision of equipment and training. The Province of Manitoba also is providing funding to the Office for this initiative.

The Office has applied for and will receive an amount of $554 from the Office of Critical Infrastructure Protection and Emergency Preparedness. The Office has also applied for and has received an amount of $274 from the Province of Manitoba, for a total grant revenue of $828. $300 of this total grant revenue has been allocated to deferred revenue.

The JEPP Initiative Expenditure line item is comprised of the following:

Non-capital equipment purchases	$	397
JEPP capital asset amortization – Fiscal 2002/03		68
Salary costs		59
Operating expenditures		4
Total	$	528

An additional $342 was utilized to purchase capital assets for this initiative. An amount of $336 is reflected on the balance sheet Capital Asset line item and will be amortized based on the declining balance method at a rate of 20% for equipment. An additional amount of $7 is reflected on the balance sheet Capital Asset line item and will be amortized based on the five-year straight-line method for computer equipment. The deferred revenue related to these capital asset purchases will be recognized in the same fiscal year and in the same amount as the amortization expense on the JEPP capital assets.

11. COMMITMENTS AND CONTINGENCIES

The Office of the Fire Commissioner as tenant has entered into a Lease Agreement with the City of Brandon as Landlord for the land upon which the practical training facility has been constructed. The term of the Lease is five (5) years commencing June 1, 2002 and expiring May 31, 2007, with three (3) five-year renewal options. Minimum annual rent is $10 due in equal monthly instalments, plus all operating costs with respect to the subject land.

The Office of the Fire Commissioner has entered into 29 vehicle lease agreements and 5 equipment lease agreements which give rise to commitments as follows:

	March 31
2004	$ 212
2005	135
2006	99
2007	58
2008	58
	$ 562

At the end of each lease, the Agency is obligated to pay any shortfall between the net proceeds on vehicle disposition and the agreed residual value.

12. PUBLIC SECTOR COMPENSATION

Pursuant to disclosure required by The Public Sector Compensation Disclosure Act, no remuneration was paid to the Advisory Board members. During the fiscal year ended March 31, 2003, the following employees received compensation of wages and taxable benefits of $50 or more:

Name	Position	2003	2002
R. Vandekerkhove	Investigator	$ 86	$ –
D. Popowich	Fire Commissioner	83	81
B. Hodge	Comptroller	68	–
M. Bedford	Emergency Services Officer	68	58
C. Hogarth	Investigator	68	63
G. Favelle	Manager, Critical Incident Stress Management	68	–
D. J. Monkman	Investigator	66	73
D. Denslow	Emergency Services Officer	66	60
R. Gillis	Emergency Services Officer	65	64
A. J. Campbell	Manager, Codes and Standards	65	64
K. Swan	Investigator	64	67
D. Schafer	Manager, Emergency Services	64	–
R. Harvey	Emergency Services Officer	60	52
A. Gray	Emergency Services Officer	58	52
W. Harrow	Investigator	58	–
S. Wolf	Technical Services Officer	57	–
T. Jennings	Technical Services Officer	57	52
L. Treloar	Technical Services Officer	56	55
B. Bryan	Coordinator, Emergency Medical Programs	56	57

12. PUBLIC SECTOR COMPENSATION (continued)

Name	Position	2003	2002
B. D. Popko	Manager, Emergency Services College	55	51
D. R. Beacham	Special Projects Officer	54	53
R. Pike	Coordinator, Public Fire Paramedic Program	54	–
B. J. Metruk	Emergency Services Officer	54	54
K. D. Hykawy	Technical Services Officer	53	52
J.P. Lebel	Manager, Special Projects	53	52
E. Moore	Emergency Services Officer	53	50
B. E. Hollier	Manager, Administration and Support Services	53	52
K. Carmichael	Emergency Services Officer	52	53
T. Grimshaw	Technical Services Officer	52	52
M. Watt	Coordinator, Hazardous Materials Program	52	–
M. Kerbis	Coordinator, Ground Search and Rescue	52	–
B. Holowachuk	Special Projects Officer	51	–
C. R. Sanderson	Deputy Fire Commissioner	–	72
R. Pearson	Emergency Services Officer	–	63
G. Kurdydyk	Investigator	–	60
K. Bong Hwan	Analyst	–	56
S. Hall	Technical Services Officer	–	52